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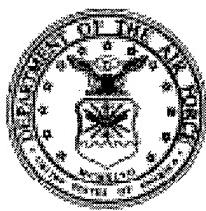
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**BY ORDER OF THE
SECRETARY OF THE AIR FORCE**

AIR FORCE INSTRUCTION 31-210

1 JULY 1997



Security

**THE AIR FORCE ANTITERRORISM (AT)
PROGRAM**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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OPR: HQ AFSPA/SPOP (Capt Janice C.
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This instruction implements AFPD 31-2, *Law Enforcement*; DoDD 2000.12, *DoD Combating Terrorism Program*, September 15, 1996; DoDI 2000.14, *DoD Combating Terrorism Program Procedures*, June 15, 1994; and DoD O-2000.12-H, *Protection of DoD Personnel and Activities Against Acts of Terrorism and Political Turbulence*, February 1993. It establishes responsibilities and guidance for the Air Force Anti-terrorism Program and integrates security precautions and defensive measures.

SUMMARY OF REVISIONS

This revision reiterates the US policy and response to terrorism (paragraph 1), further defines responsibilities for HQ USAF agencies, further describes installation commanders' responsibilities regarding an installation antiterrorism and force protection program (paragraph 2.14), describes antiterrorism training requirements (paragraphs 3-4), adds another DoD reference and clarifies THREATCON status (Atch 1), adds an attachment describing antiterrorism measures (Atch 2), adds an attachment describing terrorist threat assessment guidelines (Atch 3), and corrects typographical errors. Changed material is indicated by a |.

1. Air Force Antiterrorism (AT) Program. The Air Force AT program seeks to deter or blunt terrorist acts against the US Air Force by giving guidance on collecting and disseminating timely threat information, creating awareness programs, allocating funds and personnel, and implementing defensive measures. The US position on terrorism is unequivocal: Firm opposition to terrorism in all its forms and wherever it takes place. Several national security decision directives as well as the statements by the President and senior officials confirm this policy:

1.1. The US Government is opposed to domestic and international terrorism and is prepared to act in concert with other nations or unilaterally when necessary to prevent or respond to terrorist acts.

1.2. The US Government considers the practice of terrorism by any person or group a potential threat to its national security and will resist the use of terrorism by all legal means available.

1.3. States that practice terrorism or actively support it will not do so without consequence. If there is evidence that a state is mounting or intends to conduct an act of terrorism against this country, the United States will take measures to protect its citizens, property, and interests.

1.4. The US Government will make no concessions to terrorists. It will not pay ransoms, release prisoners, change its policies, or agree to other acts that might encourage additional terrorism. At the same time, the United States will use every available resource to gain the safe return of American citizens held hostage by terrorists.

1.5. The United States will act in a strong manner against terrorists without surrendering basic freedoms or endangering democratic principles, and will encourage other governments to take similar stands.

1.6. US policy is based upon the conviction that to give in to terrorist's demands places even more Americans at risk. This no-concessions policy is the best way of ensuring the safety of the greatest number of people.

2. Responsibilities. Planning an effective antiterrorism program requires all Air Force personnel to participate. Those responsible include:

2.1. Secretary of the Air Force Financial Management and Budget (SAF/FMB). Includes approved antiterrorism budget requests in the President's budget, authorizes the budget, and issues funds.

2.2. Secretary of the Air Force Director of Special Investigations (SAF/IGX). Disseminates information concerning US Air Force general officers' and equivalent-grade Air Force civilians' travel to high-threat areas to the Air Force Office of Special Investigations and, if requested, facilitates threat briefings for travelers.

2.3. Secretary of the Air Force Public Affairs (SAF/PA). Uses public affairs personnel to disseminate information to the public at the first indication of a terrorist incident.

2.4. The Air Force Civil Engineer (HQ USAF/ILE). Gets project approval and funding to construct and modify facilities. Ensures planning and design of new construction projects include AT features.

2.5. Headquarters Air Force Deputy Chief of Staff for Personnel (HQ USAF/DP). Upon completion of antiterrorism training requirements, and as revisions are accomplished, HQ USAF/DP will direct career field managers and AETC to include training as appropriate in initial skills and where needed in supplemental and professional continuing education courses.

2.6. Headquarters Air Force Judge Advocate General (HQ USAF/JA). Provides legal advice on AT.

2.7. Headquarters Air Force Director of Transportation (HQ USAF/ILT). Coordinates policies affecting DoD Travel Security Policy and issues changes to all MAJCOMs and FOAs. Distributes DoD Travel Advisories (TSA), and retransmits Office of the Assistant Secretary of Defense Special Operations/Low Intensity Conflict (OASD(SO/LIC)) messages. AF/ILT helps staff and coordinate authorizations for non-tactical armored vehicles.

2.8. Headquarters Air Force Director of Supply (HQ USAF/ILS). Assists HQ AFOSI in programming for non-tactical armored vehicles.

2.9. Headquarters Air Force Surgeon General (HQ USAF/SG). Sets medical support requirements for antiterrorism planning.

2.10. Headquarters Air Force Director of Security Forces (HQ USAF/SF). The Director of Security Forces is the focal point for AT matters and policy. This office:

 2.10.1. Sets policy to implement the USAF Antiterrorism Program.

 2.10.2. Receives and disseminates to appropriate Air Staff and Secretariat agencies, antiterrorism issues handled by the Joint Staff and the National Security Council.

 2.10.3. Develops guidance on personal protection and physical security enhancements.

 2.10.4. Monitors program element (PE) 28047 and facilitates funding for antiterrorism initiatives.

 2.10.5. Evaluates antiterrorism equipment and supplies.

2.11. Headquarters Air Force Air and Space Operations (HQ USAF/XO).

 2.11.1. Headquarters Air Force Director of Intelligence, Surveillance, and Reconnaissance (HQ USAF/XOI). Establishes policies and guidelines for gathering and disseminating current foreign intelligence on international terrorism.

 2.11.2. The Headquarters Air Force Operations Center (HQ USAF/XOOO)

 2.11.2.1. Monitors worldwide terrorism incidents.

 2.11.2.2. Addresses security and counterterrorism issues in operations plans and publications, where appropriate.

 2.11.2.3. Relays to senior USAF leadership, short- and long-term measures to combat terrorism recommended by HQ USAF/SF and AFOSI.

2.12. Headquarters Air Force Office of Special Investigations (HQ AFOSI). Provides special antiterrorism training, including the Protective Service Operations/AT Training Course, Senior Officer Security Seminar, and defensive driving courses. HQ AFOSI also:

 2.12.1. Maintains counterintelligence (CI) data on terrorist activities affecting USAF or DoD resources.

 2.12.2. Analyzes, studies, and assesses terrorist threats to Air Force people and resources for the Air Staff, commanders, and security planners.

 2.12.3. Works with SAF/IGX to identify and brief high-risk individuals on potential threats and vulnerabilities.

 2.12.4. Provides specialized protective services.

 2.12.5. Disseminates the AFOSI Quarterly Threat Assessment Update for use in localized AT awareness briefings and in predeparture travel briefings.

 2.12.6. Serves as the focal point for the USAF's Non-Tactical Armored Vehicle Program. Guidance for this program is in AFI 71-101, Vol. II, *Criminal Investigations, Counterintelligence, and Protective Service Matters*.

2.13. Major Commands and Field Operating Agencies (MAJCOM and FOA). Help other Air Force organizations, US service branches, and Department of Defense (DoD) agencies reduce vulnerability to

terrorism. MAJCOMs and FOAs must establish an antiterrorism program tailored to the local mission, conditions, and the terrorist threat.

2.13.1. MAJCOMs ensure actions to combat terrorism outside the United States comply with applicable status of forces agreements (SOFAs), other international agreements, and memoranda of understanding.

2.13.2. MAJCOM and FOA commanders decide if senior Air Force officials assigned to or visiting high-threat areas should be designated high-risk personnel.

2.14. Installation Commanders. Implement an antiterrorism and force protection program to combat the local terrorist threat and support the US Air Force antiterrorism program. This program should identify tasked agencies, required actions, and a means of exercising and evaluating the program through annual operational and command post antiterrorism exercises. Installation commanders or their designees will also:

2.14.1. Establish or designate a command office or focal point for AT.

2.14.2. Ensure their AT office or focal point maintains a library of the following publications to establish and tailor an installation AT program:

2.14.2.1. DoDD 2000.12, *DoD Combating Terrorism Program*

2.14.2.2. DoD O-2000.12-H, *Protection of DoD Personnel and Activities Against Acts of Terrorism and Political Turbulence*.

2.14.2.3. DODI 2000.14, *DoD Combating Terrorism Program Procedures*

2.14.2.4. DoDD 5200.8, *Physical Security Program*

2.14.2.5. Joint Publication 3-07.2, *Joint Tactics, Techniques, and Procedures for Antiterrorism*

2.14.2.6. Other publications listed in Attachment 1 may also provide useful information and are recommended.

2.14.3. Ensure their AT officer/NCO receives formal education via Level II and preferably the USA Combating Terrorism on Military Installations and/or Bases Course.

2.14.4. Establish a base level antiterrorism awareness and security program appropriate to the local threat. Provide information on local threat, the means by which THREATCONs and changes to THREATCONs are issued to the installation populace, incident reporting procedures, and personal defense measures to all assigned personnel. Ensure newly assigned personnel are briefed at the earliest opportunity. Effectiveness of the program requires participation by all base personnel and we encourage a continuing education program which includes all family members.

2.14.4.1. Ensure their training and awareness program meets the requirements of Paragraph 4, Training.

2.14.4.2. Ensure their awareness program and Level I training is a coordinated effort by AFOSI, security police, public affairs, intelligence, and other base support activities.

2.14.5. Include antiterrorism force protection planning actions in the Installation Security Plan, to ensure the installation can respond to a terrorist attack.

2.14.6. Establish crisis management plans and conducting physical or resource protection security surveys to address the installation's susceptibility to terrorist attacks. Base these surveys on local

conditions, historical terrorist modus operandi, and the reasonable assessment of future tactics. Focus on local groups or groups expected to operate in the local area and their methods of attack.

2.14.6.1. Continuously evaluate available information about local terrorist activity to determine whether there is a terrorist threat to installation facilities or personnel. If the information warrants action, select and declare the appropriate THREATCONs. Commanders may modify OPTIONAL actions of THREATCONs based on their requirements and the local threats.

2.14.7. Develop and implement a Random Antiterrorism Measures (RAM) program according to DoD O-2000.12-H.

2.14.8. Increase residential and travel security of assigned or visiting "High Risk" personnel or other probable terrorist targets. Ensure these people receive timely security awareness briefings. For the most serious cases, request protective services from AFOSI and consider relocation action, depending on the situation. Coordinate protective service requests with the unified command in cases where, due to host country policy, AFOSI protection is not allowed.

2.14.9. Plan for security, to include antiterrorism measures, when constructing or modifying base facilities and flightlines, and organizing off-base activities.

2.14.10. Fund minor construction projects and/or equipment for the installation antiterrorism program.

2.14.11. Establish an active public affairs program to combat terrorism. Public affairs personnel are the sole spokespersons for the installation commander. They should minimize rumors and misinformation by providing appropriate and timely information to the news media and the base populace, according to current Office of Assistant Secretary of Defense for Public Affairs and SAF/PA antiterrorism guidance. Public affairs officers must stay current on the subject of terrorism to enhance their effectiveness in dealing with this issue.

2.14.12. Provide technical assistance when directed or requested by the lead agency. The lead agency for terrorist incidents outside the United States is the Department of State. The Department of Justice is the lead agency for incidents within the United States. The Federal Aviation Administration is the lead agency for certain aviation incidents.

2.15. Vulnerability Assessments. Vulnerability assessments will occur at the installation commander level and higher. These assessments should consider a wide range of identified and projected terrorist threats against a specific location, installation personnel, facilities, and other assets. A detailed, static vulnerability analysis provides a baseline assessment from which to develop the installation program.

2.15.1. The local AFOSI detachment can provide antiterrorism vulnerability assessments for facilities, units, and installations upon request. The Defense Special Weapons Agency (DSWA) has been selected by the Chairman, Joint Chiefs of Staff to provide comprehensive independent assessments for all of the Department of Defense. DoD O-2000.12-H is the standard from which the assessment standard is developed. DSWA will assess the installation's force protection planning actions, its implementation, and the unit; it is not an inspection. They will not assess mission execution, philosophies, or strategies. DSWA assessments can be requested through AF/SFP. MAJCOMs may also develop an assessment team that can satisfy the requirement for an assessment.

2.15.2. MAJCOMs are required to conduct force protection vulnerability assessments prior to deployment to new deployment/contingency locations to ensure all force protection requirements are defined.

2.16. Commanders At All Echelons.

- 2.16.1. Ensure all members traveling overseas, including family members, on official travel, receive Level I Antiterrorism Awareness Training.
- 2.16.2. Ensures members traveling overseas reviews terrorist threat levels and travel advisories.
- 2.16.3. Ensure anyone traveling to DoD-designated high-threat areas as defined in the Foreign Clearance Guide is briefed on the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (OASD SO/LIC) or USAF/ILT DoD Travel Security Advisories, and any Federal Aviation Administration (FAA) travel advisories.
- 2.16.4. Ensure high-risk personnel and personnel assigned to high-risk billets attend formal training as set forth in DoDI 2000.14.
- 2.16.5. Plan, train, exercise, and execute antiterrorism measures as specified in DoD O-2000.12-H, where appropriate. Each organization implements physical security procedures to protect against terrorism by installing physical security equipment, implementing THREATCONs, employing RAMs, and responding to terrorist acts.
- 2.16.6. Integrate lessons learned using after-action reports from actual incidents and operational exercises to correct deficiencies in doctrine, organization, training, education, budgeting, and equipment according to Joint Pub 1-03.30, *Joint After-Action Reporting System*.

2.17. Defense AttachÈ and Security Assistance Organizations Overseas and under the US Diplomatic Mission. These organizations coordinate their AT programs with the Chief of Mission and comply with Department of State standards, in accordance with 22 U.S.C. 58 and DoDI 5210.84, *Security of DoD Personnel at U.S. Missions Abroad*.

2.18. All Agencies. All agencies report THREATCON changes per AFI 10-206, *Operational Reporting*. MAJCOM/SPs and FOAs assess and relay the THREATCON status to their assigned units and HQ USAF/SFO.

2.19. Personal Responsibilities. All personnel must exercise proper caution to reduce vulnerability. Attachment 1 lists several references that identify measures that may reduce personal vulnerability to terrorism.

3. Standards. DoDD 2000.12. established the handbook, DoD O-2000.12-H as the standard that shall apply to all AT force protection efforts of the Department of Defense. Look to this document as well as DoDD 2000.12 for further general guidance.

4. Training. The Chairman, Joint Chiefs of Staff, directed all DoD personnel receive predeployment antiterrorism awareness training prior to deployment to any overseas locations (i.e., outside 50 states or US territories). The goal is to standardize training and preparation actions and bring consistency throughout the Department of Defense. This awareness training includes family members traveling on official orders and DoD civilians. The Air Force Chief of Staff further directed that antiterrorist awareness be instilled at all levels of education and training from accession through separation, with annual refresher training. Training will be developed for officer and enlisted professional military education and be developed for enlisted promotion fitness examinations and study materials.

4.1. The Department of Defense has instituted four levels of antiterrorism awareness training.

4.1.1. Level I. Individual Personnel Protection Awareness Training. Individual awareness training is an essential element of an overall force protection program. Each individual must share in this responsibility by ensuring a level of alertness and supporting personal protective measures.

4.1.1.1. Commanders will ensure all personnel receive Level I training within six months of deployment, including TDYs and leave, and otherwise at least yearly as part of the annual ancillary training program. Documentation/certification of training will be in accordance with the current documentation methods for other ancillary training requirements. Family members traveling on official business will receive this training prior to departure.

4.1.1.2. Those individuals traveling to a geographic Commander in Chief's (CINCs) area of responsibility (AOR), e.g., Combatant Commander's AOR, will receive AOR-specific predeployment guidance and training on antiterrorism protection. This additional information will be provided by the CINCs by any means available to include messages, electronic bulletin boards, World Wide Web pages, but usually on their "Home Page" on the Global Command and Control System. Among the topics that should be addressed are specific terrorist groups and their tactics and methods; localized self-protection measures; commonly used improvised explosive device recognition; etc.

4.1.1.3. Minimum training requirements for Level I training are Individual Protective Measures; Personal Protective Measures; Protection for Family Members; and Travel Security. Individuals should also receive a copy of the *Joint Staff Guide 5260 Service Member's Personal Protection Guide: A Self-help Handbook to Combating Terrorism*, July 1996, and *Joint Staff Antiterrorism Individual Protective Measures* folding wallet card.

4.1.1.4. Level I training is provided by the local AFOSI, or if necessary, by an instructor who has completed Level II training.

4.1.2. Level II Unit Antiterrorism Officer/NCO Training. Each military active duty, guard, or reserve installation will have an antiterrorism officer/NCO assigned. Units that deploy of sufficient size to function as a primary deployed component will also have at least one AT officer/NCO assigned and responsible to the commander for antiterrorism planning and program management.

4.1.2.1. Level II training is designed for individual qualification for those assigned as the antiterrorism officer/NCO. This course also serves as the primary venue for training antiterrorism representatives that deploy forward. Each antiterrorism officer and NCO will need to attend Level II as well as several individuals on each mobility UTCs QFEBA/B/C. Anyone graduating from Level II can provide Level I training, if necessary.

4.1.2.2. Level II training is a one-week resident course currently taught at Indian Springs Auxiliary Field, Nellis AFB NV. It is designed for the AT officer and NCO, those individuals likely to deploy forward, and MAJCOM/staff AT representatives. Course quotas are controlled by HQ USAF/SFP, Force Protection Division.

4.1.3. Level III. Commander Antiterrorism Training. Training is designed for squadron, group, and wing commanders. Squadron commanders will receive this education during their MAJCOM's squadron commander orientation seminars. Group and wing commanders will receive this education through the group and wing commanders courses at Maxwell AFB AL.

4.1.4. Level IV. Executive-Level Commander Training. This training is accomplished through the National Defense University. It is designed for installation commanders, JTF/Battle Group-type

commanders, and those responsible for antiterrorism policy, planning, and execution. CINCs and Services will nominate candidates for this three-day seminar. Nominee's selection will be based by position on assignment in or to high risk locales.

Richard A. Coleman, Brigadier General, USAF
Director of Security Forces

Attachment 1

GLOSSARY OF ANTITERRORISM REFERENCES, ABBREVIATIONS, ACRONYMS, AND TERMS

References

DoDD 1300.7, *Training and Education Measures Necessary to Support the Code of Conduct*, December 23, 1988

DoDD 2000.12, *DoD Combating Terrorism Program*, September 15, 1996.

DoD O-2000.12-H, *Protection of DoD Personnel and Activities Against Acts of Terrorism and Political Turbulence*, February 1993, with Change 1

DoDI 2000.14, *DoD Combating Terrorism Program Procedures*, June 15, 1994

DoDD 5200.8, *Security of Military Installations and Resources*, April 25, 1991

DoD 5200.8-R, *Physical Security Program (C3I)*, May 1991

DoDI 5210.84, *Security of DoD Personnel at U.S. Missions Abroad*, January 22, 1992

Joint Pub 1-03.30, *Joint After-Action Reporting System*, April 15, 1991

Joint Pub 3-07.2, *Joint Tactics, Techniques, and Procedures for Antiterrorism*, May 1993

United States Air Force Foreign Clearance Guide

Joint Staff Guide 5260, *Service Member's Personal Protection Guide: A Self-help Handbook to Combating Terrorism*, July 1996.

Joint Staff Pamphlet 5260, *Coping With Violence, Personal Protection Pamphlet*, July 1996.

Joint Staff Antiterrorism Individual Protective Measures, folding wallet card

AFI 10-206, *Reporting Instructions*

AFI 13-207, *Preventing and Resisting Aircraft Piracy*

AFI 31-101, *The Air Force Physical Security Program*

AFI 31-209, *The Air Force Resources Protection Program*

AFI 32-4001, *Disaster Preparedness Planning and Operations*

AFPD 35-1, *Public Affairs Management*

AFPD 35-2, *Public Communication Programs*

AFI 35-102, *Crisis Planning, Management and Response*

AFI 36-2202, *Managing and Conducting Military Training Programs*

AFI 36-2209, *Code of Conduct Training*

AFCAT 36-2223, *USAF Formal Schools* (Policies, Responsibilities, General Procedures, and Course Announcements)

AFI 71-101, Vol. I, *Criminal Investigations, Counterintelligence, and Protective Service Matters*

Abbreviations and Acronyms

AT—Antiterrorism

CI—Counterintelligence

CT—Counterterrorism

DoD—Department of Defense

FOA—Field Operating Agency

FOUO—For Official Use Only

FP—Force Protection

MAJCOM—Major Command

RAM—Random Antiterrorism Measures

SOFA—Status of Forces Agreement

THREATCON—Terrorist Threat Condition

Terms

Antiterrorism Program Element 28047F—Includes manpower authorizations, antiterrorism equipment, procurement, military construction, and the associated costs specifically identified and measurable to those resources and activities associated with the Air Force Antiterrorism Program.

Antiterrorism (AT)—Defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, including limited response and containment by local military forces.

Combating Terrorism—Actions, including AT and CT, taken to oppose terrorism throughout the entire threat spectrum.

Counterterrorism (CT)—Offensive measures taken to prevent, deter, and respond to terrorism.

DoD Random Antiterrorism Measures (RAM) Program—Random, multiple security measures that consistently change the look of an installation's security program. RAMs introduce uncertainty to an installation's overall security program to defeat surveillance attempts and make it difficult for a terrorist to accurately predict our actions.

Force Protection—Security program designed to protect service members, civilian employees, family members, facilities, and equipment, in all locations and situations, accomplished through planned and integrated application of combating terrorism, physical security, operations security, personnel protective services, and supported by intelligence, counterintelligence, and other security programs to ensure combat capability.

High-Risk Billet (Position)—Authorized personnel billet (identified and recommended by appropriate authority) that because of grade, assignment, travel itinerary, or symbolic value may make those personnel filling them an especially attractive or accessible terrorist target.

High-Risk Personnel—US personnel and their family members whose grade, assignment, travel itinerary, or symbolic value may make them especially attractive or accessible terrorist targets. MAJCOM and FOA commanders determine this designation and apply it to senior Air Force officials in high-threat areas.

High-Risk Targets—US material resources and facilities that, because of mission sensitivity, ease of access, isolation, and symbolic value may be an especially attractive or accessible terrorist target. Installation commanders may designate other US facilities such as clubs, base exchanges, commissaries, passenger terminals, and DoD schools as high-risk targets because they concentrate large numbers of US personnel. This category is for use in local planning and does not require reporting to HQ USAF.

High-Threat Areas—Countries, geographic regions, or transportation centers that the Office of the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (ASD(SO/LIC)) or the regional commander in chief identifies as having significant, actual, or potential terrorist activity. This designation requires DoD individuals assigned to or traveling through the identified areas to take precautions to reduce their vulnerability to terrorism. Rapid changes in terrorism may require HQ AFOSI to designate countries as high-threat based on threats unique to the Air Force, or on intelligence information that indicates a terrorist threat. The current list of high-threat areas is in the US Air Force Foreign Clearance Guide.

Hostage—A hostage is anyone held against their will to compel US officials to take or not take specific actions.

Protective Services—AFOSI measures to increase the personal protection of dignitaries and others under the protection of the Air Force or DoD (see AFI 71-101, Vol. II).

Terrorism—The calculated use of violence or threat of violence to inculcate fear, intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological. **OR** The unlawful use or threatened use of violence against individuals or property to coerce or intimidate government or societies, often to achieve political, religious, or ideological objectives.

Terrorist Threat Assessment—Assessments used to determine threat levels, implement security decisions, and establish awareness and training requirements. The standardized joint-service criteria are the basis for assessments used by the Chairman of the Joint Chiefs of Staff.

Terrorist Threat Conditions (THREATCON)—A Joint Staff-approved program standardizing the military services' identification of, and recommended responses to, terrorist threats against US personnel and facilities. This program facilitates interservice coordination and support for antiterrorism activities. Military services are always in one of the following five THREATCONs:

- **THREATCON NORMAL.** Applies when a general threat of possible terrorist activity exists, but warrants only a routine security posture.
- **THREATCON ALPHA.** Applies when there is a general threat of possible terrorist activity against personnel and facilities, the nature and extent of which are unpredictable, and circumstances do not justify full implementation of THREATCON BRAVO measures. However, it may be necessary to implement certain measures from higher THREATCONs resulting from intelligence received or as a deterrent. The measures in this THREATCON must be capable of being maintained indefinitely.
- **THREATCON BRAVO.** Applies when an increased and more predictable threat of terrorist activity exists. The measures in this THREATCON must be capable of being maintained for weeks without

causing undue hardship, affecting operational capability, or aggravating relations with local authorities.

- THREATCON CHARLIE. Applies when an incident occurs or intelligence is received indicating some form of terrorist action against personnel and facilities is imminent. Implementation of this THREATCON for more than a short period probably creates hardship and affects the peacetime activities of the unit and its personnel.
- THREATCON DELTA. Implementation applies in the immediate area where a terrorist attack has occurred or when intelligence has been received that terrorist action against a specific location or person is likely.

US Air Force Antiterrorism Program—A series of training, plans, policies, and measures to protect US Air Force personnel, their families, resources, and installations from terrorist attacks and reduce their vulnerability.

Attachment 2

TERRORISM THREAT CONDITIONS (THREATCONS)

A2.1. The Terrorism THREATCONS listed below describe progressive levels of terrorist threats to US military facilities and personnel. As Joint Chiefs of Staff-approved terminology, these terms, definitions, and recommended security measures are intended to facilitate interservice coordination and support of US military antiterrorism and force protections activities. Selection of the appropriate response to terrorist threats will remain the responsibility of the commander having jurisdiction or control over the threatened facilities or personnel.

A2.1.1. THREATCON NORMAL: No specific measures.

A2.1.2. THREATCON ALPHA:

A2.1.2.1. Measure 1. At regular intervals, remind all personnel and dependents to be suspicious and inquisitive about strangers, particularly those carrying suitcases or other containers. Watch for unidentified vehicles on or in the vicinity of United States installations. Watch for abandoned parcels or suitcases and any unusual activity.

A2.1.2.2. Measure 2. The duty officer or personnel with access to building plans as well as the plans for area evacuations must be available at all times. Key personnel should be able to seal off an area immediately. Key personnel required to implement security plans should be on-call and readily available.

A2.1.2.3. Measure 3. Secure buildings, rooms, and storage areas not in regular use.

A2.1.2.4. Measure 4. Increase security spot checks of vehicles and persons entering the installation and unclassified areas under the jurisdiction of the United States.

A2.1.2.5. Measure 5. Limit access points for vehicles and personnel commensurate with a reasonable flow of traffic.

A2.1.2.6. Measure 6. As a deterrent, apply measures 14, 15, 17, or 18 from THREATCON BRAVO either individually or in combination with each other.

A2.1.2.7. Measure 7. Review all plans, orders, personnel details, and logistics requirements related to the introduction of higher THREATCONS.

A2.1.2.8. Measure 8. Review and implement security measures for high-risk personnel as appropriate.

A2.1.2.9. Measure 9. As appropriate, consult local authorities on the threat and mutual antiterrorism measures.

A2.1.2.10. Measure 10. To be determined.

A2.2. THREATCON BRAVO:

A2.2.1. Measure 11. Continue, or introduce, all measures listed in THREATCON ALPHA, and warn personnel of any other form of attack to be used by terrorists.

A2.2.2. Measure 12. Keep all personnel involved in implementing antiterrorism contingency plans on call.

- A2.2.3. Measure 13. Check plans for implementation of the next THREATCON.
- A2.2.4. Measure 14. Move cars and objects; e.g., crates and trash containers, at least 25 meters from buildings, particularly buildings of a sensitive or a sensitive nature. Consider centralized parking.
- A2.2.5. Measure 15. Secure and regularly inspect all buildings, rooms, and storage areas not in regular use.
- A2.2.6. Measure 16. At the beginning and end of each workday, as well as at other regular and frequent intervals, inspect the interior and exterior of buildings in regular use for suspicious packages.
- A2.2.7. Measure 17. Examine mail (above the regular examination process) for letter or parcel bombs.
- A2.2.8. Measure 18. Check all deliveries to messes, clubs, etc. Advise dependents to check home deliveries.
- A2.2.9. Measure 19. Increase surveillance of domestic accommodations, schools, messes, clubs, and other soft targets to improve deterrence and defense, and to build confidence among staff and dependents.
- A2.2.10. Measure 20. Make staff and dependents aware of the general situation in order to stop rumors and prevent unnecessary alarm.
- A2.2.11. Measure 21. At an early stage, inform members of local security committees of actions being taken. Explain reasons for actions.
- A2.2.12. Measure 22. Physically inspect visitors and randomly inspect their suitcases, parcels, and other containers. Ensure proper dignity is maintained, and if possible, ensure female visitors are inspected only by a female qualified to conduct physical inspections.
- A2.2.13. Measure 23. Operate random patrols to check vehicles, people, and buildings.
- A2.2.14. Measure 24. Protect off-base military personnel and military vehicles in accordance with prepared plans. Remind drivers to lock vehicles and check vehicles before entering or exiting the vehicle.
- A2.2.15. Measure 25. Implement additional security measures for high-risk personnel as appropriate.
- A2.2.16. Measure 26. Brief personnel who may augment guard forces on the use of deadly force. Ensure there is no misunderstanding of these instructions.
- A2.2.17. Measure 27. As appropriate, consult local authorities on the threat and mutual antiterrorism measures.
- A2.2.18. Measures 28-29. To be determined.

A2.3. THREATCON CHARLIE:

- A2.3.1. Measure 30. Continue, or introduce, all measures listed in THREATCONS ALPHA and BRAVO.
- A2.3.2. Measure 31. Keep all personnel responsible for implementing antiterrorism plans at their places of duty.
- A2.3.3. Measure 32. Limit access points to the absolute minimum.
- A2.3.4. Measure 33. Strictly enforce control of entry. Randomly search vehicles.

- A2.3.5. Measure 34. Enforce centralized parking of vehicles away from sensitive buildings.
- A2.3.6. Measure 35. Issue weapons to guards. Local orders should include specific orders on issue of ammunition.
- A2.3.7. Measure 36. Increase patrolling of installation.
- A2.3.8. Measure 37. Protect all designated vulnerable points. Give special attention to vulnerable points outside the military establishment.
- A2.3.9. Measure 38. Erect barriers and obstacles to control traffic flow.
- A2.3.10. Measure 39. Consult local authorities about closing public (and military) roads and facilities that might make sites more vulnerable to attacks.
- A2.3.11. Measure 40. To be determined.

A2.4. THREATCON DELTA:

- A2.4.1. Measure 41. Continue, or introduce, all measures listed for THREATCONS ALPHA, BRAVO and CHARLIE.
- A2.4.2. Measure 42. Augment guards as necessary.
- A2.4.3. Measure 43. Identify all vehicles within operational or mission support areas.
- A2.4.4. Measure 44. Search all vehicles and their contents before allowing entrance to the installation.
- A2.4.5. Measure 45. Control access and implement positive identification of all personnel--no exceptions.
- A2.4.6. Measure 46. Search all suitcases, briefcases, packages, etc., brought into the installation.
- A2.4.7. Measure 47. Control access to all areas under the jurisdiction of the United States.
- A2.4.8. Measure 48. Make frequent checks of the exterior of buildings and of parking areas.
- A2.4.9. Measure 49. Minimize all administrative journeys and visits.
- A2.4.10. Measure 50. Coordinate the possible closing of public and military roads and facilities with local authorities.
- A2.4.11. Measure 51. To be determined.

Attachment 3

TERRORIST THREAT ASSESSMENT GUIDELINES

A3.1. The purpose of this attachment is to:

- A3.1.1. Establish a common terrorist threat assessment scale for use by DOD intelligence agencies.
- A3.1.2. Provide commanders and other consumers of terrorist threat assessments, a definition of terrorist threat levels and a description of the factors used to assign a threat level in a given country.

A3.2. In assessing the terrorist threat to US personnel and interests, DoD intelligence agencies use a five-step scale to describe the severity of the threat. The following lists the threat levels and the combinations of analysis-based factors which determine the level:

- A3.2.1. CRITICAL.
- A3.2.2. HIGH.
- A3.2.3. MEDIUM.
- A3.2.4. LOW.
- A3.2.5. NEGLIGIBLE.

A3.3. Terrorist threat levels are a product of the following six factors:

- A3.3.1. Existence. A terrorist group is present, assessed to be present, or able to gain access to a given country or locale.
- A3.3.2. Capability. The acquired, assessed, or demonstrated level of capability to conduct terrorist attacks.
- A3.3.3. Intentions. Recent demonstrated anti-US terrorist activity, or stated or assessed intent to conduct such activity.
- A3.3.4. History. Demonstrated terrorist activity over time.
- A3.3.5. Targeting. Current credible information on activity indicative of preparations for specific terrorist operation.
- A3.3.6. Security Environment. The internal political and security considerations that impact on the capability of terrorist elements to carry out their intentions.

A3.4. Threat levels are the result of combinations of the following factors based on analysis:

- A3.4.1. Critical. Factors of existence, capability, and targeting must be present. History and intentions may or may not be present.
- A3.4.2. High. Factors of existence, capability, history, and intentions must be present.
- A3.4.3. Medium. Factors of existence, capability, and history must be present. Intentions may or may not be present.
- A3.4.4. Low. Existence and capability must be present. History may or may not be present.
- A3.4.5. Negligible. Existence and/or capability may or may not be present.

NOTE:

NOTE: Security environment is considered separately as a modifying factor and will influence the assigned threat level.

A3.5. DoD analytic agencies may assign different threat levels to the same country. This is possible because analysts occasionally disagree about the conclusions to be drawn from the available information. Different threat levels may also be possible due to the different consumers that the individual agencies serve.

A3.6. Threat assessments provide information to assist commanders in determining the appropriate THREATCON. THREATCON declarations remain the exclusive responsibility of commanders. National-level DoD organizations cannot provide all intelligence that will be needed to make THREATCON determinations. Information from regional and tactical intelligence, and local law enforcement authorities must also be considered.

A3.7. The threat assessment scale described in this attachment applies to assessments of the terrorist threat to US and/or DoD interests only.

A3.8. Threat assessments are not to be confused with DoD-designated high threat areas. DoD-designated high threat areas pertain exclusively to the DoD Travel Security Policy.